

# Sustaining Communities through **Historic Preservation**



The Washington  
**State Historic Preservation Plan**  
2009-2013



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To All Citizens of Washington State:

It is with great pleasure that we present you with this copy of the new statewide historic preservation plan. The title of this document, *Sustaining Communities through Historic Preservation*, sums up the most important message carried by this plan: People and organizations across Washington, the nation, and around the globe, recognize that historic preservation offers a proven approach for building economically and environmentally sustainable communities.

The key element of this document is the six planning goals and supporting objectives and strategies. These goal statements envision historic preservation as a strategic response to the economic and environmental challenges now facing our state and communities.

Also in the plan, you will find text that provides an overview of the various cultural resource types addressed by the historic preservation plan. These resource types include archaeological properties, landscapes, traditional cultural properties, and the historic built environment such as buildings, structures, and historic districts. Other sections of the plan identify and discuss trends and issues that will likely affect the work of historic preservationists in the future, such as population trends, climate change, and development.

In closing, the Department of Archaeology and Historic Preservation appreciates and thanks the members of our Plan Steering Committee and the many individuals who shaped the direction and content of *Sustaining Communities through Historic Preservation*. We look forward to joining with you in realizing the positive difference that historic preservation will make as Washington enters the second decade of the 21<sup>st</sup> century.

Sincerely,

Allyson Brooks, Ph.D.  
State Historic Preservation Officer





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# Introduction

## Executive Summary

The Washington State Historic Preservation Plan for 2009-2013 serves as a blueprint for charting the direction of historic preservation policy and action during the five year planning cycle. Fulfilling requirements of federal historic preservation legislation, the Department of Archaeology and Historic Preservation (DAHP), serving as the State Historic Preservation Office, is the responsible agent for developing the Plan. However, implementation of the Plan is a shared responsibility that includes DAHP but also encompasses the efforts of a wide range of interested individuals, organizations, businesses, and government entities.

The previous State Historic Preservation Plan, *Strengthening Communities through Historic Preservation*, was successful in establishing historic preservation as not only a community development tool, but also a key component of state and local economic development strategies. Fortuitously, this plan has prepared the state to address national economic challenges from a historic preservation perspective.

While the economic climate will drive policies and budgets during the current planning cycle, this preservation plan looks ahead to larger and longer term issues projected to be unfolding in future generations. Through an extensive public participation process, *Sustaining Communities through Historic Preservation* has been crafted to help realize sustainable communities by maintaining and preserving our heritage.

## Vision

Historic Preservation is recognized as:

- An essential strategy for maintaining a community's unique sense of place
- A powerful tool for economic development and community revitalization
- A powerful tool for sustainability and conservation of materials
- A significant generator of jobs, income, and tax revenues
- An important way to understand how diverse cultures have come together to shape society
- A broad, inclusive movement that integrates its interests into community decision-making activities so that resources are identified, preserved, experienced, and enjoyed
- Brings value and a critical perspective in shaping how communities, regions, and the state develop and prosper





## Credits

The following members of the Plan Steering Committee are acknowledged and thanked for their contributions in drafting *Sustaining Communities through Historic Preservation* and actively shaping its contents. These individuals brought to the task a high level of expertise and energy that sets a high standard for historic preservation planning.



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Sharon Winters, Historic Tacoma



## Sustaining Communities through **Historic Preservation**

All members of the public who participated in the planning process deserve special recognition for taking their valuable time to provide comments, insights, and recommendations. Their contributions had direct impact in shaping the goals, objectives, and strategies contained in *Sustaining Communities through Historic Preservation*.

Credit also goes to staff at the Department of Archaeology and Historic Preservation for their investment of time and energy in formulating and helping to implement the state historic preservation plan. Appreciation goes to the following DAHP staff members:

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# Sustaining Communities through Historic Preservation: The Planning Process

Key to formulating the State Historic Preservation Plan is eliciting the ideas and recommendations of a wide range of individuals, organizations, businesses, and agencies interested or involved in preserving the state's cultural resource base. For the 2009-2013 preservation plan for Washington, the State Department of Archaeology and Historic Preservation (DAHP), serving as the State Historic Preservation Office (SHPO), has worked to:

- Spearhead the public participation process
- Compile and review the full range of comments and recommendations
- Translate this body of information into a series of goals, objectives, and strategies.

The resulting goals, objectives, and strategies represent the heart of the plan by providing direction and activities for preservationists to achieve during the planning cycle. The planning cycle is defined as five years beginning in 2009 through 2013.

To assist in the preservation planning process, DAHP enlisted the services of a consulting firm with experience in the following areas: implementing effective public participation processes; formulation of public policy at the state and local levels; and identification of strategies for sustainability and conservation of community resources. The consulting firm, Berk and Associates of Seattle, was charged with the following tasks: facilitate Plan Steering Committee meetings; design and implement a public participation process; and finally, synthesize comments and data into goals, objectives, and strategies to be incorporated in the Plan.

## **Plan Steering Committee**

An important first step was establishing the Plan Steering Committee. Membership on the committee was carefully considered in order to bring together preservation leaders from across the state. These individuals came together to represent their constituents or interest in historic preservation as well as to share their keen insights into trends and issues that will affect historic preservation in coming years. Ms Teresa Brum, then Historic Preservation Officer for the City and County of Spokane, served as Plan Steering Committee Chair. See page 2 for a list of all Committee representatives.

The Plan Steering Committee had three meetings over the course of the planning process. The committee was charged with developing a vision for historic preservation as well as guiding principles for plan development and its implementation. Committee members also assisted in designing the public participation process. Another task was to review and comment on drafts of the preservation plan.

# Sustaining Communities through **Historic Preservation**

## **Guiding Principles**

- The Plan belongs to all of us; all share in its implementation.
- The Plan must be implemented.
- This Plan addresses the full range of historic and cultural resources in the state. This range includes sites, buildings, structures, districts and objects that are eligible for listing in the National Register of Historic Places, the Washington Heritage Register, the Heritage Barn Register, plus local and tribal registers of historic places. Additionally, the Plan addresses a greater depth of properties by including those cultural and historic resources that have not been formally evaluated for designation purposes but retain value to, and convey information about, the communities and cultures that have found a home in what is now Washington State.
- Noticeable Action! Only tangible and achievable action items are in the Plan as determined when answering the following questions:
  - Does the action effectively address its goal?
  - Is the action achievable within the five-year time frame of the plan?
  - Is an organization or agency willing to take the lead toward implementation?

## **Public Participation**

With direction from the Plan Steering Committee, the State Historic Preservation Officer, and DAHP staff, the public participation process was put into action. During April and May of 2008, public meetings were scheduled in seven Washington communities: Ellensburg, Olympia, Seattle, Bellingham, Walla Walla, Spokane, and Vancouver. A preservation partner was identified in each community to serve as point of contact to help identify and set-up meeting space and enlist a local elected official or staff member to provide a brief welcome at each meeting. At each meeting, facilitators steered participants through seven carefully crafted questions for discussion and feedback. These questions were based upon themes and issues identified by the Plan Steering Committee as being of special focus for the revised historic preservation plan. For example, one question asked “What efforts to connect cultural and historic resource preservation with sustainability and ‘green’ practices are working?” All feedback to each question was recorded.

## **Tribal Participation**

In an effort to incorporate the views of tribal cultural resource programs, DAHP staff met with several tribal representatives in May 2008. In this meeting, participants were asked to respond to the same questions as being presented at the public meetings. Tribal members also participated at the seven public meetings as well as responded electronically via DAHP’s preservation planning webpage.

# Sustaining Communities through **Historic Preservation**

## **Notification**

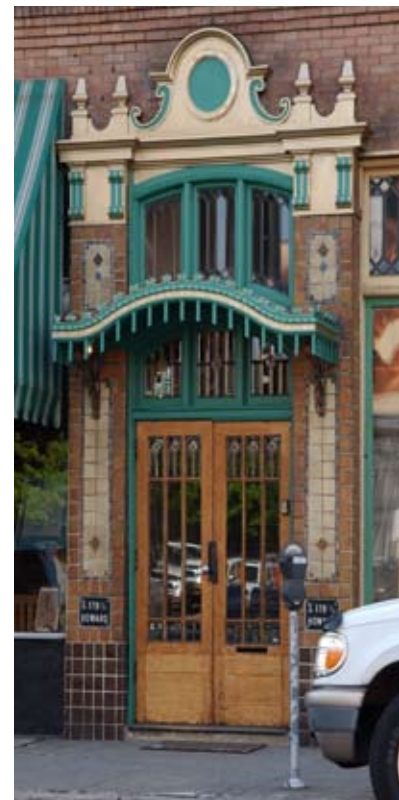
In addition to the standard practice of sending out press releases statewide to print and broadcast media outlets, DAHP worked closely with the consultants to notify as many stakeholders as possible about the preservation planning process and the public meetings. Electronic posters were designed and emailed to targeted email lists. These lists were contributed by steering committee members, DAHP, and the consultant's own email contact lists. This resulted in a very effective means to reach a large number and range of stakeholders with a minimal level of time and expense. From this transmittal, DAHP received a healthy response from recipients of the email notification. This was translated into comments about the plan, the planning process, the public meetings, and the on-line questionnaire.

## **Preservation Planning on the Web**

Concurrently, a web-based participation process was also implemented. Working with DAHP staff, a preservation plan website was crafted and linked to the agency's homepage. By linking to the Plan website, a visitor to the DAHP homepage could learn more about the planning process and submit comments electronically. From that page, other links were provided to: 1) a roster of the Plan Steering Committee members and, 2) the same questions being posed at the public meetings. The electronic version allowed for members of the public who could not attend one of the public meetings, to participate in the planning process by submitting comments to DAHP electronically. The website was also used to post the draft Plan for a similar review and comment process.

## **Results**

The public participation process for creating the State Historic Preservation Plan was very productive in terms of numbers of people reached, the richness of comments made, and issues raised. Approximately 140 persons attended the seven public meetings and meeting with tribal representatives. Dozens more participated via the web site. In addition, a special meeting was held with DAHP staff, the State Historic Preservation Officer, as well as members of the Preservation Collaborative. The Collaborative is the group formed in 2004 to foster the implementation of *Strengthening Communities through Historic Preservation*. Over 25 comments were received on the draft preservation plan. All comments were carefully reviewed and the draft document was revised by DAHP staff in the fall of 2008 in anticipation of submitting a final draft to the National Park Service for review and acceptance.



# Sustaining Communities through Historic Preservation

## A Look Back

From 2004 through 2008, the document *Strengthening Communities through Historic Preservation* served as the Washington State Historic Preservation Plan. In crafting the preservation plan for 2009 to 2013, the previous plan was assessed for recording accomplishments as well as to provide guidance for how the future plan and planning process could be improved. Members of the Plan Steering Committee, the Preservation Collaborative, plus anecdotal comments made at public meetings provided feedback about the successes of the previous plan and ideas for making the future plan and planning processes better.

The State Historic Preservation Plan for 2004-08 can claim several achievements during its lifespan. A summary of the achievements by goal follows:

Progress in meeting **Goal I Increase Use of Historic Preservation as an Economic Development and Community Revitalization Tool** was achieved by completion of the *Economic Benefits of Historic Preservation on the Washington State Economy*. Taking advantage of the expertise of economic geographers at the University of Washington, this study quantified for the first time in Washington the economic impact of historic preservation activities on the state's economic performance. As a result, preservationists have hard data that can be used to measure the benefits of undertaking historic preservation activities.

In regard to heritage tourism, another major success was the completion of the *Revisiting Washington CD* produced by the Washington Trust for Historic Preservation (WTHP) in association with the Department of Commerce (formerly Department of Community, Trade and Economic Development) -Tourism Division, WSDOT-Scenic Byways, and the Washington State Historical Society, among others.



For **Goal II Advocate to Protect Our Heritage**, a significant success was creation of funding sources for rehabilitation of the state's historic county courthouses and barns. Passage of legislation during the planning cycle resulted in these programs being launched in an effort to provide matching grants to owners of these historic resource types. The increasing strength and visibility of the Washington State Heritage Caucus was acknowledged in the Plan and has become a major force in fostering the success of heritage related initiatives in the State Legislature. The Caucus has received recognition from the National Trust for Historic Preservation and is seen as a model for similar organizations in other states and in Congress.



## Sustaining Communities through **Historic Preservation**

In support of **Goal III Strengthening Connections Inside and Outside the Preservation Community**, DAHP has initiated an ongoing series of meetings with representatives of Native American Tribes. These meetings are designed to serve as a forum to discuss cultural resource issues of mutual concern as well as share program updates and events of interest.

The WTHP held its first biennial conference in 2008 in Chelan. In the spirit of forming partnerships, this meeting was held in conjunction with the annual conference of the Planning Association of Washington (PAW). During the conference, session tracks and mobile workshops were formulated to attract a mix of audiences from urban planning as well as the historic preservation community.

To address **Goal IV Integrate Preservation Principles into Local Land Use Decisions, Regulations, and Development Processes**, DAHP and the Growth Management Services program in the Department of Commerce (COM) formed a partnership to fund the work of an intern to revise and update growth management literature on historic preservation. This document was also distributed in CD-ROM format and is made available at conferences and can be downloaded from the DAHP and COM websites. In addition, DAHP made notable strides forward in completing archaeology probability models for project planners. Starting with south central Washington counties, the model was extended to include south Puget Sound and Hood Canal drainages and work was launched to expand the model statewide. Completion of the model on a statewide basis will mean that cultural resource managers and planners can assess the potential for projects to affect archaeological sites.

**Goal V Expand Efforts to Identify and Preserve Cultural and Historic Resources** was largely achieved upon execution of Executive Order 0505 signed by Governor Gregoire in November of 2005. This order calls for state agencies to consider the impact of their capital budget projects on cultural resources. Since implementation, 120 cultural resources, including buildings, sites, and structures, have been inventoried and incorporated into the Washington State Inventory of Cultural Resources.

To reach the objectives in **Goal VI Effectively Increase Knowledge of Historic Preservation and its Importance to Washington**, DAHP redesigned its website to provide a wide range of information on cultural resources and historic preservation techniques. The website is continuously being updated and links are added to other related sites such as National Park Service web pages on the National Register of Historic Places and tax incentives. DAHP has also continued existing, and developed additional, training opportunities. Annual and semi-annual training on cultural resources in partnership with other state and federal agencies remains the cornerstone of the Department's education efforts. During the planning cycle, DAHP added annual trainings on Executive Order 0505 plus survey and inventory procedures. Another training initiative involves DAHP, in partnership with community colleges and other state agencies, to launch a pilot historic preservation technology course for eventual implementation at vocational training centers around the state.



# Summary of Goals and Objectives

## **Goal I Enhance the Effectiveness of Historic Preservation Efforts**

- A. Enhance the State's capacity to protect its cultural and historic resources
- B. Preserve threatened historic and cultural resources
- C. Expand partnerships and collaboration
- D. Establish a coordinated historic preservation communication strategy
- E. Create an integrated set of online resources for a wide range of audiences
- F. Train future generations in historic trades, skills, and craftsmanship
- G. Increase recognition for historic preservation efforts statewide

## **Goal II Strengthen the Connections between Historic Preservation and Sustainability**

- A. Advance understanding of the environmental benefits of historic preservation
- B. Promote historic preservation as a green practice
- C. Align historic preservation and green building standards
- D. Use online resources to promote the connections between historic preservation and sustainability to target audiences (see Goal I E)

## **Goal III Strengthen the Role of Historic Preservation in Local Planning and Community Revitalization**

- A. Expand the capacity of local historic preservation programs and tribes to preserve their cultural and historic resources
- B. Integrate historic preservation in local planning
- C. Cultivate support for historic preservation among local elected officials
- D. Enhance the capacity of local governments, tribes, and the private sector for preserving historic and cultural resources
- E. Share information about how to integrate historic preservation into local planning and community revitalization

## **Goal IV Increase Efforts to Promote Heritage Tourism**

- A. Promote the value of heritage tourism to state and local policy makers
- B. Devote additional State funding and promotion to support heritage tourism sites
- C. Provide a heritage tourism toolkit

## **Goal V Improve Identification and Protection of Archaeological Sites and Cultural Resources**

- A. Strengthen state laws to protect sites and resources
- B. Conduct outreach and education to increase the protection of archaeological resources
- C. Use online resources to provide information about preserving archaeological artifacts

## **Goal VI Increase the Diversity of Participation in Historic Preservation**

- A. Cultivate an appreciation for history among youth
- B. Reach out to Washington State's ethnically and socio-economically diverse populations
- C. Increase participation in historic preservation efforts among diverse populations



# Goals, Objectives, and Strategies

## Goal I Enhance the Effectiveness of Historic Preservation Efforts

This Goal focuses on reinforcing and even enhancing the effectiveness of historic preservation organizations, tools, and initiatives toward greater success in protecting the cultural resources addressed by this Plan. Strategies include establishing partnerships; enhancing existing programs and developing new ones; improving online resources; increasing the visibility and recognition of preservation projects; and planning for the future of the preservation community. Realization of this Goal will require the engagement of a broad range of state entities, policy-makers, and advocates. Success in achieving Goal I is seen as important in fostering successful implementation of other Goals in this plan.

### A. *Enhance the State's capacity to protect its cultural and historic resources*

- i. Work with Preservation Action to identify federal funding sources and increase available funding for surveying and assessing historic and cultural resources  
*DAHP, Washington Trust for Historic Preservation (WTHP), Governor's Advisory Council on Historic Preservation (ACHP), 2009-2013*
- ii. Work with State agencies and the Legislature to modify State capital funding formulas that favor new construction over historic preservation  
*DAHP, WTHP, Washington State Office of Financial Management (OFM), 2012*
- iii. Increase the capacity of state, local, and tribal agency staffs to provide technical assistance in order to:
  - protect cultural and historic resources
  - coordinate and communicate with tribal and local governments
  - develop and maintain online resources
  - conduct outreach and education to schools
  - develop educational materials*DAHP, Certified Local Governments (CLG), Tribes, WTHP, Office of the Superintendent of Public Instruction (OSPI), 2010*
- iv. Study the feasibility of establishing or co-locating a DAHP office in central and/or eastern Washington to enhance technical assistance, communication, and partnerships  
*DAHP, CLGs, OFM, Tribes, 2011*
- v. Develop and distribute a State Historic and Cultural Resource Protection Emergency Response Plan  
*DAHP, Washington State Emergency Management Division, FEMA 2012*



## **B. *Preserve threatened historic and cultural resources***

- i. Continue the Washington Heritage Barn Register and Historic County Courthouses preservation programs  
*DAHP, Heritage Caucus, WTHP, 2009*
  - ii. Support efforts to establish National Heritage Areas in the State  
*DAHP, National Park Service (NPS), Maritime Heritage Area Steering Committee, 2009*
  - iii. Develop a long-term strategy for preservation program funding. Consideration should be given, but not limited to, the following strategies:
    - Identify threats and opportunities related to preserving particularly threatened historic or cultural resources
    - Develop an omnibus funding program to preserve a variety of historic and cultural resources, including civic buildings and revered community places
    - Continue to seek funding for targeted types of historic preservation projects*Heritage Caucus, OFM, WTHP, 2010*
- 

## **C. *Expand partnerships and collaboration***

- i. Establish a phased plan to convene and assign tasks to topic specific subgroups of the Preservation Collaborative, including:
  - Historic Preservation Communication Strategies Collaborative to address overall messaging strategies and online information sharing opportunities (2009)
  - Historic Preservation and Local Government Collaborative to develop a Local Government Historic Preservation Strategic Plan (2010) that would articulate an action plan for communication, training, and strategic targeting of CLG grant funds
  - Historic Preservation and Archaeological Resources Collaborative to develop long term curation strategies (2011) (see also Goal V A. (ii))
  - Historic Preservation and Diversity Collaborative to develop strategies for engaging the state's diverse populations (2012)*DAHP, CLGs, NPS, Preservation Collaborative (PC), Washington Museum Association (WMA), 2009*
- ii. Continue coordination with Washington State Main Street programs and Preserve America communities to promote historic preservation as a tool for downtown revitalization  
*Department of Commerce (COM)-Main Street Program, 2009-2013*
- iii. Engage non-preservation professionals in historic preservation conversations by encouraging local preservation organizations to attend professional meetings of architects, developers, planners, contractors, economic and community development professionals, among others  
*WTHP, 2009-2013*
- iv. Invite potential and existing partners to cultural resource management conferences and meetings and organize joint conferences with partner organizations  
*WTHP, 2009-2013*

## **D. Establish a coordinated historic preservation communication strategy**

- i. Drawing on the results of the 2006 Economic Development Report and the anticipated Sustainability Report, engage the Historic Preservation and Communication Strategies Collaborative to develop and distribute talking points that highlight the benefits of historic preservation, integrating the value of history itself with contributions to sustainability, economic development, and the creation of livable communities  
*DAHP, Preservation Collaborative, and WTHP, 2010*

- ii. Develop and disseminate media outreach strategies, including how to cultivate relationships with members of the media and work towards ongoing positive media coverage of historic preservation issues

*DAHP, Preservation Collaborative, and WTHP, 2012*

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## **E. Create an integrated set of online resources for a wide range of audiences**

- i. Engage the Historic Preservation Communication Strategies Collaborative, composed of historic preservation professionals, non-preservation professionals, tribal representatives, and experts in information sciences, to establish a workplan with a delineated timeline, roles, and responsibilities. Consider the following steps:

- Explore how other states have implemented online resources
- Evaluate existing online resources so that efforts can focus on linking to existing information or creating Washington-specific resources and information
- Study how target audiences access and use historic preservation information
- Consider the costs and benefits of a range of technological options, including:
  - **a historic preservation wiki** to collect best practices, successful models, templates, guidelines, and other helpful historic preservation information
  - **an online clearinghouse with downloadable material**, providing a library of successful projects and initiatives, templates, guidelines, and resources for historic preservation projects specific to Washington State
  - **a portal site with links to** historic preservation organization websites, web pages of non-preservation professionals with historic preservation project experience, and State and federal agency guidelines for historic preservation projects
  - **an online database or third party listserve to promote available grants** for various historic preservation projects
  - **a state historic preservation blog** to encourage interactive dialogue among members of the historic preservation community
- Establish leads and responsibilities for creating and maintaining each component that is to be developed
- Heavily promote a single, easily remembered web address as the most effective means of accessing the multiple linked online resources
- Monitor use of online resources and consider modifications and alternative strategies to make them as useful and efficient to maintain as possible

*DAHP, Preservation Collaborative, 2009*

**F. Train future generations in historic trades, skills, and craftsmanship**

- i. Develop and operate a pilot training center program to teach students, property owners, etc. how to preserve and rehabilitate historic properties  
*Higher Education Coordinating Board (HECB), Community Colleges, 2011*
  - ii. Support and expand existing training programs on historic preservation technology and cultural resource protection techniques  
*NPS, Pacific Northwest Field School Collaborative, Washington State Department of Transportation (WSDOT), Washington State Parks & Recreation Commission (WSPRC), 2009-2013*
- 

**G. Increase recognition for historic preservation efforts statewide**

- i. Modify annual awards to highlight current topics and issues  
Consider offering the following awards:
  - best integration of historic preservation and green building practices
  - most innovative development regulation or program for implementing preservation goals
  - best heritage tourism project
  - best archaeological site preservation project
  - best integration or representation of diverse voices in a historic preservation project
  - other awards as appropriate*DAHP and WTHP, 2009*
- ii. Publicize the awards through local media and through partner organization newsletters and professional organizations (AIA, APA, etc.)
- iii. Invite nominations for awards from partner organizations and professional organizations

## Goal II Strengthen the Connections between Historic Preservation and Sustainability

This Goal highlights the fundamental linkages between historic preservation and environmental sustainability. Key strategies include commissioning a research report on the energy and material efficiencies of preserving historic buildings; partnering with sustainability organizations; and aligning historic preservation standards with green building standards. Enhanced online resources will be used to share information and resources widely among members of the preservation community and other stakeholders.

Advancing the strategies under this Goal will help achieve other desired outcomes described in this plan by integrating historic preservation in a wider variety of planning and development conversations and engaging a broad audience with an interest in sustainability.

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### A. Advance understanding of the environmental benefits of historic preservation

- ii. Commission a compelling, research-based report analyzing the environmental benefits of historic preservation in Washington State  
*DAHP, 2010*
- iii. Promote the results of this study through presentations at conferences and other speaking opportunities  
*WTHP, 2011-2013*

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### B. Promote historic preservation as a green practice through active partnerships

- i. Be an active participant on the Washington State Environmental Council  
*DAHP, 2009*
- ii. Support the development of the National Trust Sustainability Lab in Seattle  
*WTHP, 2009*
- iii. Use the momentum created by the opening of the Sustainability Lab to strengthen partnerships and increase coordination among related organizations  
*WTHP, 2010-2013*
- iv. Work with the State Legislature and Congressional delegation to fund demonstration preservation projects showcasing historic preservation as a green practice in a range of communities and settings  
*DAHP with the support of local communities including Historic Seattle, Historic Tacoma and City-County of Spokane Historic Preservation Office, and National Trust for Historic Preservation Green Lab, 2010*



- v. Coordinate with the American Institute of Architects (AIA), American Planning Association (APA), and Planning Association of Washington (PAW) and other organizations as appropriate to develop and package “how-to” information for property owners, contractors, developers, architects, and planners to protect and rehabilitate historic buildings in a sustainable manner

### **C. Align historic preservation and green building standards**

- i. Participate in efforts by the National Trust for Historic Preservation to align LEED requirements, building codes, and historic preservation standards  
*DAHP, NTHP Green Lab, and WTHP, 2009-2013*
- ii. Provide opportunities for LEED certification for up to two DAHP staff members and encourage certification of other preservation professionals  
*DAHP, 2010*
- iii. Coordinate with the American Institute of Architects (AIA) Washington Chapter to develop continuing education programs for architects to calculate embodied energy and approaches to rehabilitating historic buildings in a sustainable manner  
*AIA, 2010*

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### **D. Use the integrated set of online resources to promote the connections between historic preservation and sustainability to target audiences**

Consider providing the following information:

- Success stories and best practices related to green practices and historic preservation
- Contact information for professionals in multiple disciplines with relevant expertise, including sustainable architecture, development, and planning

*DAHP, NTHP, 2010 (building off the online resources established in Goal I, Objective E)*



## Goal III Strengthen the Role of Historic Preservation in Local Planning and Community Revitalization

The preservation of historic resources is crucial to a community's character and sense of place. This Goal outlines strategies for engaging local governments and building their motivation and capacity to preserve the full spectrum of cultural resources including not only buildings and historic districts, but also archaeological sites, landscapes, and traditional cultural properties. Specific mechanisms include trainings and funding; reaching out to elected officials to build support for historic preservation; and ultimately requiring the development of historic preservation comprehensive plan elements. Online resources will be used to highlight supporting materials (including best practices), examples of successful community revitalization projects that incorporate the full range of cultural resources, and templates to aid in the writing of comprehensive plan historic preservation elements.

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### A. **Expand the capacity of local historic preservation programs and tribes to preserve their cultural and historic resources**

- i. Engage the Preservation Collaborative and Local Government Collaborative to develop a Local Government Historic Preservation Strategic Plan to build the capacity of Certified Local Governments  
Consider the following actions:
  - Expand current CLG incentive programs and create new incentive programs to better address specific historic building issues, including seismic retrofitting
  - Identify additional ways to encourage non-CLGs to become CLGs
  - Convene CLGs on a regular basis to strengthen collaboration
  - Develop incentives to encourage CLGs to support preservation efforts in neighboring jurisdictions
  - Clarify the role of CLG staff and commissions in environmental review processes
  - Guidance for involving interested tribes
  - Grow the role of non-profit organizations in historic preservation advocacy at the local level  
*DAHP, CLG Staff & Commission Members, Tribal Historic Preservation Officers, 2011*
- ii. Promote and track the use of new historic preservation project funds made available through RCW 36.22.170 (county document recording surcharge for historic preservation activities)  
*CLGs, DAHP, Preservation Collaborative, THPOs 2009*

## **B. Integrate historic preservation in local planning**

- i. Create a working group of State, county, and local government representatives to explore technological and policy solutions for sharing GIS information through execution of a data sharing agreement about historic and cultural resources in each county
    - Consider an option to require each county to share GIS information of historic and cultural resources through the State database

Association of Washington Cities (AWC), Washington Association of County Officials (WACO), Washington State Association of Counties (WSAC), CLGs, *DAHP, Tribes, 2010*
  - ii. Work with the State Building Code Council and local building officials to align the State Historic Building Code with the International Existing Building Code (IEBC)  
*Washington State Building Code Council (BCC), DAHP, Washington Association of Building Officials (WABO), 2011*
  - iii. Work with the Department of Commerce and the State Legislature to require that local comprehensive plans include a historic preservation element  
*COM-Growth Management Services (GMS), DAHP, Heritage Caucus, WTHP, 2012*
  - iv. Provide templates and other technical resources to support the development of historic preservation elements of city, county, and tribal comprehensive plans  
*COM-GMS, DAHP, 2013*
- 

## **C. Cultivate support for historic preservation among local elected officials**

- i. Encourage local preservation advocates to develop relationships with local officials and convey information about the various benefits of historic preservation  
*WTHP, 2009-2013*
  - ii. Package and distribute brochures on the economic benefits of historic preservation  
*Historic Seattle, 2010*
  - iii. Develop tools and techniques for local historic preservation advocates to use in encouraging local political candidates to communicate their positions on issues related to historic preservation and cultural resource protection  
*WTHP, 2011*
  - iv. Develop and conduct training for local elected officials on how to integrate cultural resource laws and regulations in local planning guidelines and ordinances, including Executive Order 05-05, the State Environmental Policy Act, Growth Management Act, and Shoreline Management Act  
*DAHP, WTHP, COM-GMS, 2012*
- 

## **D. Enhance the capacity of local governments, tribes, and the private sector for preserving historic and cultural resources**

- i. Work with the American Planning Association to have Cultural Resource Training count towards continuing education credits for planners and be eligible for AICP Certification Maintenance credits  
*APA, WSDOT, WSPRC, DAHP, 2009*
- ii. Develop and conduct permit review trainings for municipal staff, including when to engage archaeological professionals (see [www.nps.gov/history/hps/pad/strategies](http://www.nps.gov/history/hps/pad/strategies))  
*COM-GMS, DAHP, PAW, Association for Washington Archaeology (AWA), Tribes, 2010*



- iii. Provide training for local government staff and developers on the Special Valuation for Historic Properties tax incentive program and how to package multiple incentives for a single property  
*CLGs, DAHP, WTHP, 2011*
- iv. Continue to support and work with the Washington Main Street program to revitalize historic downtown and neighborhood districts  
*COM-Main Street Program, 2009-2013*
- v. Offer training programs about how to satisfy energy standards and environmental building guidelines in historic preservation projects for homeowners, contractors, and design professionals  
*NTHP, DAHP, 2012*

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**E. Share information online about how to integrate historic preservation into local planning and community revitalization**

- i. Disseminate information to include, but not be limited to, the following:
  - Guidelines and samples of comprehensive plan historic preservation elements
  - Best practices for granting expedited permitting authority and code relief for historic preservation projects
  - Historic preservation land use planning tools
  - Guidelines for addressing historic and cultural resources in local community disaster planning

*APA, COM-GMS, DAHP, Planning Association of Washington (PAW), 2011 (building off the online resources established in Goal I, Objective E)*



## Goal IV Increase Efforts to Promote Heritage Tourism

Heritage tourism is an important contributor to the State's overall tourism market, creating opportunities for local communities to benefit from spending by out-of-town visitors. The following plan objectives address the need for better publicity for local historic and cultural attractions and a comprehensive toolkit for communities to use in promoting their resources. The strategies focus on increasing the visibility of historic sites and partnering with local and State tourism agencies to promote and fund heritage tourism so that communities, cultures, and tribal nations in all regions of the state can benefit from an appropriate level of tourism. This Goal also addresses enhancing online resources with additional information, best practices, and links to funding sources and technical assistance.

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### A. Promote the value of heritage tourism to State and local policy makers

- i. Continue to develop State support for heritage tourism by being an active partner in State efforts and participating on tourism boards and commissions  
*COM-Tourism, DAHP, Heritage Caucus, NPS, WMA, WSDOT-Scenic Byways, WSPRC, 2009-2013*
  - ii. Lead a historic preservation session at each state tourism conference  
*WTHP, 2009-2013*
- 

### B. Devote additional State funding and promotion to support heritage tourism sites

- i. Enhance the *Revisiting Washington* website by collecting and publishing visitor information about historic attractions throughout the state, including heritage-related day trip suggestions and vacation ideas by theme  
*WTHP, 2010*
  - ii. Work with the State Legislature to restructure the hotel/motel tax (see RCW 67.28.1815) to provide additional funding support for local heritage tourism efforts  
*DAHP, Heritage Caucus, OFM, WTHP, 2011*
  - iii. Target funding and other incentives to assist local communities, Tribal governments, and non-profit organizations in creating heritage tourism materials  
*CLGs, DAHP, Tribes, WTHP, 2012*
- 

### C. Provide a heritage tourism toolkit

- i. Using the online resources developed in Goal I Objective E, design and develop the toolkit to include, but not be limited to, the following information:
  - Heritage tourism best practices and success stories
  - Links to funding sources and technical assistance available for heritage tourism
  - Principles of sustainable tourism and guidance about how best to identify community resources that may be of interest to a heritage tourist

*COM-Tourism, DAHP, 2011*

## Goal V Improve the Identification and Protection of Archaeological Sites and Cultural Resources

This Goal addresses the need to improve the protection of archaeological and cultural resources. It should be clear that the following objectives and strategies pertain to the full range of archaeological properties including sites and associated artifacts, landscapes, traditional cultural properties, and underwater sites. These properties also include resources that represent all cultures and communities in the state and that are deemed important by those cultures. Finally, it is important to note that this Plan is concerned not only for a full spectrum of archaeological property types but also for all cultures and time periods.

This Goal also responds to a gap in the availability of accurate information about archaeological sites and resources. This data gap is seen as a barrier to incorporating cultural resources in project planning and attaining needed protection of cultural resources. Implementation of these strategies (below) will necessitate the involvement of tribal authorities, public land managing agencies (federal, state, and local), and landowners and include methods for more effective identification and reporting of found resources. It will also necessitate increased outreach to landowners and communities plus strengthening laws that provide protection. Online resources will be developed to provide procedural guidelines, best practices, and other information.

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### A. Strengthen State laws to protect sites and resources

- i. Expand existing current use property tax abatement programs for property owners with archaeologically significant sites and identify or seek a funding program to keep archaeological sites intact if disturbed  
*Archaeological Conservancy, AWA, DAHP, Department of Revenue, WACO, WSAC, 2011*
- ii. Identify a strategy for the long-term curation of archaeological items and address current shortages of funding and space for housing these collections  
*DAHP, Curation Committee, 2011 (see also Goal I.C. (i))*
- iii. Strengthen the State Environmental Policy Act (SEPA) project review procedures to require tribal contact as well as engagement of a Certified Local Government's Preservation Office and DAHP for review and recommendations  
*DAHP, Department of Ecology, Tribes, 2013*

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### B. Conduct outreach and education to increase the protection of archaeological resources

- i. Bring professional archaeologists, Tribal Historic Preservation Officers (THPOs), other tribal government representatives, representatives of Certified Local Governments (CLGs), local planners, and developers together for a series of discussions about the best way to protect archaeological sites, cultural landscapes, and traditional cultural properties while meeting development project timelines.  
*APA, AWA, CLGs, COM-GMS, DAHP, NPS, THPOs, 2009*

- ii. Continue to initiate regular meetings between THPOs, other tribal government representatives, and State agencies to discuss tribal cultural resource issues and facilitate information sharing and coalition building  
*DAHP, Governor's Office of Indian Affairs, Tribes, 2009-2013*
- iii. Conduct workshops and use other meeting opportunities to cross-train professionals in different disciplines about how best to approach potential archaeological sites when developing a property  
*AWA, CLGs, DAHP, local governments, 2010*
- iv. Develop a human remains and archaeology curriculum for continuing education credits for lawyers and federal agency representatives  
*DAHP, 2011*
- v. Develop a template for use by various agencies and entities to help them draft a document with policies and procedures to identify and report the existence of human remains under their jurisdiction to the State Physical Anthropologist  
*County Coroners, DAHP, 2012*

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### **C. Increase knowledge and skills in archaeological site protection methods**

Consider providing the following information:

- i. Collect and disseminate procedures, guidelines, and best practices to follow when artifacts are found
- ii. Provide contact information for the appropriate professionals and government agencies  
*DAHP, 2012 (building off the online resources established in Goal I, Objective E)*



## Goal VI Increase the Diversity of Participation in Historic Preservation

The future of preservation depends upon our ability to encourage the support and active participation of younger generations and socially, economically, and ethnically diverse populations. It is equally important for the preservation community to be proactive to recognize and help protect the cultural resources valued by the full range of generations, classes, and communities who have made Washington their home. This Goal provides tactics for reaching various populations, including increasing the profile of local history in school curricula; partnering with organizations that work within socio-economically and ethnically diverse communities; and making information on historic and cultural resources available in multiple languages and media, such as the internet, posters, and brochures.

### A. Cultivate an appreciation for history among youth

- i. Support training and education in cultural and historic resource management at the professional and university levels  
*DAHP and higher education institutions, 2009-2013*
- ii. Encourage the use of the web and alternative media formats to reach youth  
*DAHP and WTHP, 2009-2013*
- iii. Encourage preservation organizations to develop K-12 curricula for local school districts  
*WTHP, Office of Superintendent of Public Instruction, Project Archaeology, 2009-2013*
- iv. Require Section 106 mitigation agreements to include public education and outreach components, such as targeted curricula for the general public and K-12 classrooms  
*DAHP, federal agencies, 2010*
- v. Encourage high schools and secondary education institutions to include historic preservation projects for in-service learning and senior projects  
*DAHP, Office of Superintendent of Public Instruction, 2010*
- vi. Raise the profile of cultural resource protection issues in student project entries at Washington State History Day  
*WSHS, 2009-2013*



## **B. Reach out to Washington State’s ethnically and socio-economically diverse populations**

- i. Develop strategies to increase participation in historic preservation efforts among diverse populations

Consider the following actions:

- Survey ideas and best practices nationally and among local community organizations, such as libraries, museums, cultural, and assistance organizations
  - Assess the historic preservation project needs of diverse communities and the opportunities to assist them
  - Establish population-specific engagement strategies, including identification of cultural resource types important to diverse communities and methods and tools for reaching non-English speakers
  - Create historic preservation context documents specific to non-English speaking groups  
*CLGs, DAHP and National Park Service, 2012*
- ii. Feature diversity themes in Archaeology Month and Historic Preservation Month posters  
*DAHP, 2009-2013*
  - iii. Encourage historic preservation agencies to adjust their period of significance so that it includes the histories of more recent arrivals in an area or at a site  
*DAHP, 2009-2013*

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## **C. Increase participation in historic preservation efforts among diverse populations**

Consider developing and sharing the following information:

- Population-specific outreach strategies (draw from Goal VI, Objective B)
- Best practices for facilitating historic preservation service learning and senior projects
- Feedback drawn from representatives of targeted groups to help articulate their historic preservation issues, needs, and strategies
- Examples and models for developing K-12 historic preservation curricula for local school districts
- Examples and models for local historical societies and CLGs to encourage outreach to local citizens, including diverse racial groups, youth, and senior citizens  
*DAHP, NPS, 2013*



# Summary of Legislative Agenda Items

The following legislative agenda items are called out separately in the Plan to emphasize the need for specific legislative action by state and congressional policy-makers and decision-makers. These items have consistently been mentioned through public participation processes to be needed tools that require and benefit from legislative action. Although drawn from the preservation objectives and strategies elsewhere in the Plan, reiteration here is intended to bring into focus the need for the broad preservation community to target energy, coordinate, and work together with the Legislature to enact statewide policy changes. Targeted Action Strategies are as follows:

- I. A. ii. **Work with State agencies and the Legislature to modify State capital funding formulas that favor new construction over historic preservation**  
*2010*
- II. B. iv. **Work with the State Legislature and Congressional delegation to fund demonstration preservation projects showcasing historic preservation as a green practice in a range of communities and settings**  
*2010*
- IV. B. ii. **Work with the State Legislature to restructure the hotel/motel tax to provide additional funding support for local heritage tourism efforts**  
*2011*
- IV. B. iii. **Target funding and other incentives to assist local communities, tribal governments, and non-profit organizations in creating heritage tourism materials**  
*2012*
- V. A. i. **Expand existing current use property tax abatement programs for property owners with archaeologically significant sites and identify or seek a funding program to keep archaeological sites intact if disturbed**  
*DAHP, 2011*
- V. A. iii. **Work with the State Legislature to strengthen the State Environmental Policy Act (SEPA) project review to require an archaeological survey, tribal contact, engagement of a Certified Local Government's preservation office, and DAHP review and recommendations**  
*2013*

# Future Objectives and Strategies (Beyond 2013)

As stated on page 6, one of the state historic preservation planning principles is to only include goals and objectives that are achievable within the planning cycle of 2009-2013. Recorded below is a list of additional worthy objectives and strategies, that were recommended by participants during the preservation planning process. However, upon careful consideration, these actions are not formally incorporated into the 2009-2013 planning cycle because of time and resource limitations by the preservation community and/or perceived fiscal implications. However, to acknowledge the validity of these ideas and their value to further historic preservation in Washington State, these strategies are included here to inform plan implementation during the interim period to 2013. Finally, if not addressed during the 2009 to 2013 timeframe, actions in this list should be examined for incorporation in future historic preservation planning documents and efforts.

- Investigate establishment of a statewide public development authority (PDA) for historic preservation [Goal I]
- Work with the State Legislature to create a State Historic Preservation Ombudsman to assist in resolving conflicts related to historic preservation [Goal I]
- Create a low interest revolving loan program for local-level preservation projects [Goal I]
- Develop tools and resources for historic preservation organizations and local governments to track and measure their success [Goal I]
- Teach non-preservation professionals how to include/calculate the “embodied energy” of a building when assessing its “greenness” or environmental impact [Goal II]
- Develop a “green preservation” continuing education curriculum for architects [Goal II]
- Package “green preservation” how-to information for property owners, contractors, developers, architects, and planners [Goal II]
- Design a survey to create a template for local communities to measure and track the economic benefits of heritage tourism in their community [Goal III]
- Develop and conduct workshops and seminars about available heritage tourism funding options for developers [Goal III]
- Develop artifact protection procedure guidelines and trainings for State and local agency staff [Goal IV]
- Offer DAHP cultural resources training to historic preservation groups [Goal IV]
- Develop and distribute Executive Order 05-05 curation compliance guidelines for museums [Goal IV]



# Action Strategy Checklist

The following checklist serves as a menu for actions that local governments, state agencies, and other public organizations need to address when taking actions that affect the preservation of cultural and historic resources. These serve as just a sample of many other steps that jurisdictions can take to better integrate historic preservation into broader policy and planning agendas. Be creative and come up with other ideas to protect heritage resources.

- a. When creating policies and actions on sustainability, identify and include policies and actions that support the retention and reuse of historic properties and the existing built environment.
- b. Remember that historic properties (including historic windows and doors) may be comparable and even exceed new construction in energy efficiency and green building performance. Recognize this when adopting and implementing green building standards, design standards, and site plan reviews.
- c. Incentives for sustainable building and development practices and disincentives for non-sustainable practices should always consider effects on historic and cultural resources.
- d. If jurisdictions are working to extend the life of landfills, remember the burden that debris from building demolitions has in adding to the waste stream. Consider actions to encourage rehabilitation/reuse of existing buildings and discourage demolitions. If demolition cannot be avoided, create or assist programs that recycle building materials as much as possible.
- e. Make sure that any jobs creation or economic stimulus program includes historic preservation projects. DAHP's study on the economic benefits of historic preservation demonstrates that historic rehabilitation projects are more labor intensive than new construction. Plus, more money invested in historic rehabilitation projects stays and circulates within the community including not only wages but also sales of supplies and materials.
- f. Create historic districts and other local historic designations. Historic neighborhoods represent sustainable communities through compact development, pedestrian friendly planning, and proximity to existing infrastructure and public resources.
- g. Adopt transfer of development rights programs to include cultural resources and historic buildings as allowable sending areas. This action will protect historic sites from development by providing the property owners with a financial incentive through the sale of historic sites' development rights.
- h. Disaster planning and preparations should consider impacts to cultural and historic properties before, during, and after a disaster.
- i. Encourage adaptive reuse and rehabilitation of historic buildings. Adaptive reuse of buildings is central to historic preservation as an economic development and sustainable development strategy.
- j. Adopt the International Existing Building Code (IEBC) which provides flexibility in how historic buildings comply with the American Disabilities Act, as well as fire and safety requirements.

- k. Implement cost-sensitive design guidelines that help make rehabilitation and affordable housing achievable, and help ensure that new or rehabilitated buildings are compatible with their surroundings.
- l. Work together with tribal governments to clarify the tribal role in local land use decisions and the development process, especially on traditional lands. In particular, tribes should have opportunities early in both the land use decision and site development process to provide information on potential or actual resources on a site/area and to voice their concerns.
- m. Get historic preservation commissions actively involved in land use decisions and the development process. Historic commissions should be consulted early in the development process, especially if a development site is located within a historic district. Such consultation can prevent the demolition of historically or architecturally significant buildings.



# Cultural and Historic Resource Overview

The following narrative provides an overview of the various cultural and historic resource types that can be found in Washington. This overview is not intended to be an exhaustive description of these property types, nor a scholarly context of historic trends that have shaped the place we now refer to as Washington. Rather, what is provided here is a thumbnail sketch of Washington's cultural and historic resource base to give readers a sense of the wide range of property types found in the state.

This text is divided into two broad categories. First discussed are archaeological resources, often thought of as cultural resources found below the earth's surface and that can be represented by sites, structures, districts, and objects. Secondly, historic resources are those cultural resources that are readily found in the built environment and include buildings, structures, districts, and objects. Although this breakdown between the two resource groups is over-simplified, it is made here for discussion purposes only. In actuality, there is extensive overlap between these two general categories of resource types. Examples of this overlap are historic districts that include archaeological as well as historic resource components, such as are found at Fort Vancouver National Historic Site in Vancouver or Pioneer Square Historic District in Seattle. Also discussed here are cultural resource types that are more unusual or challenging in terms of identification, documentation, and management. These include traditional cultural properties (TCPs), cultural or historic landscapes, maritime or submerged cultural resources, and properties from the recent past.

## Current Status of Inventory Data at DAHP

The following narrative provides a brief description of the current status of the Washington State Inventory of Cultural Resources (hereinafter referred to as the Inventory). Also included is an update on DAHP's ongoing efforts to enhance the utility and value of the records for research and project planning.

From a general perspective, the Inventory serves as a comprehensive statewide database of recorded cultural and historic resources found within the state's present boundaries. Archaeological sites and historic resources have been recorded and deposited with the State of Washington since the early 1900s. Upon passage of the National Historic Preservation Act (NHPA) in 1966 and creation of the Department of Archaeology and Historic Preservation (then named the Office of Archaeology and Historic Preservation) during the late 1960s, the agency has systematically collected documentation (site records) on cultural and historic resources. At this point, the Inventory of Cultural Resources, housed at DAHP's offices in Olympia, is considered to be the state's most comprehensive repository of culture resource data.

Specific document types held in the Inventory include archaeological site forms, cultural resource survey reports, and historic property inventory site forms. Other holdings include nomination documents for the National Register of Historic Places, Washington Heritage Register, Heritage Barn Register, federal agency nominations, and National Historic Landmark property listings. Not to be overlooked are drawings, photographs, and text about properties included in the Historic American Building Survey (HABS), the Historic American Engineering Record (HAER), and the Historic American Landscape Survey (HALS). Smaller, though equally important, are specific databases on traditional cultural properties and underwater archaeological sites plus submerged historic properties. A recent addition to the Inventory is the Historic Cemetery database established as a result of state legislation in 2008. The cemetery database is unusual in being mandated to be in Geographic Information System (GIS) format with the goal of mapping all cemeteries and burials in the state.

As of the beginning of the 2009-2013 planning cycle, nearly 75,000 cultural resource records are held in the Washington State Inventory plus over 17,000 cultural resource survey reports. Since 2004, over 30,000

additional records have been added to the database, including 12,000 from King County alone. This significant rate of growth is seen as the result of automation of DAHP site forms, ability to import records electronically, and increased identification efforts by project proponents such as state and local agencies.

Although historic preservation professionals have been identifying cultural and historic resources for decades, large expanses of Washington state have been surveyed at only the most basic level, if at all. Furthermore, although most of the state's urban areas have been surveyed to some degree, much of this survey data is at least 20 years old. In the past, DAHP had funding to routinely conduct survey and inventory projects as part of the agency's office work plan. However since the 1990s, funds for comprehensive survey efforts have only sporadically been made available to the Department. For example, in 2007 the State Legislature provided funds to DAHP in order to conduct statewide surveys of historic barns and theaters.

In addition to survey projects initiated by specific federal and state funding, DAHP continues to gain many new inventory records from survey projects undertaken by Washington's 45 CLGs. These projects are assisted by federal funds and administered by DAHP to aid local governments to implement their historic preservation programs. Eligible CLG grant activities include development of local cultural resource inventories. Many CLGs and THPOs have adopted goals to update and expand survey coverage within their jurisdictions. For example, the cities of Centralia, Dayton, and Longview have taken advantage of CLG grant funds to update old, and generate new, inventory information. This data is incorporated into local planning databases as well as the statewide Inventory.

Federal agencies continue to survey and inventory cultural and historic resources on lands under their management. As an example, the U.S. Army routinely undertakes cultural resource survey work on its lands at Fort Lewis and the Yakima Firing Center in order to avoid affecting cultural resources during military training exercises. With the signing of the Governor's Executive Order 0505 in 2005 and enhanced compliance with the State Environmental Policy Act, state agencies and local governments are increasing their survey and inventory work. An example is the State Department of Corrections (DOC) which has increased its efforts to survey cultural resources at its facilities across the state including historic penitentiaries in Walla Walla and Monroe. These numbers and trends demonstrate that the Inventory continues to grow in volume and coverage of the state's land mass. Nevertheless, as Washington's population continues to increase with resulting conversion of land for new uses, the Inventory's coverage is not keeping pace with the demands made upon it by project planners.

As steward of the Inventory, DAHP takes seriously its mandate to protect and manage these records to the highest standards. Also important is the agency's effort to make the Inventory a necessary tool for research and project planning. To achieve this, DAHP has made great strides to transform site records from paper to electronic images. In addition, a series of GIS databases have been created to capture all new Inventory data. Through the execution of data sharing agreements, DAHP is able to electronically transmit cultural resource data to nearly 100 federal, state, and local government agencies for planning and permitting use.



As a result of its long-term commitment to enhance the value of the Inventory and to streamline its operations, DAHP has constructed web-based technology that allows internet access to Inventory databases. While access to sensitive archaeological site data is restricted, implementation of the web-portal allows database users remote and full-time access to the Historic Property Inventory database plus National Register, Washington Heritage Register, and Heritage Barn Register listings. Completion of the web-portal project is a major advance in realizing the Inventory's potential as a project planning and resource protection tool.

## Archaeological Resources

Archaeology is the scientific study of both prehistoric and historic cultures by excavation and analysis of their artifacts, monuments, and other remains, in the context of their location of discovery. By studying this physical information, archaeologists can learn about past cultures as well as apply the lessons of those past cultures to contemporary issues. In addition to studying these artifacts, archaeologists consult with tribes to better understand the archaeological sites associated with their ancestors. As a metaphor, archaeological sites are like a rare book, the reading of which can be transformative. However, by virtue of their age, these sites are fragile and can easily be destroyed if not treated with care and respect.

People have inhabited the lands that now comprise Washington State since the end of the Pleistocene Epoch, approximately 12,000 years ago. The record of their daily activities, art, and their economic and spiritual lives is evident in the over 17,000 sites on record with DAHP. Archaeological sites have been discovered in every county in the state and in every environment imaginable. Obviously, the actual number of archaeological sites in Washington is unknown since most probably remain undiscovered. Plus, many sites are assumed to be buried deep underground, underwater, or both.

## Archaeological Resources in Western Washington

Throughout time, most human settlements have been located in the immediate vicinity of lakes, rivers, or oceans. Not surprisingly, the abundance of water in western Washington is matched by an abundance of archaeological sites. As an example, located along protected salt-water shorelines are permanent winter villages that are archaeologically visible as large, deep shell middens. These shell middens are composed of a dark organically enriched soil with shell fragments, hand tools, fire-cracked rock, and sometimes reveal rectangular depressions where longhouses stood. Most of the shell middens previously discovered date from approximately three thousand years ago. In addition, evidence of seasonal campsites associated with Native American fishing, hunting, or gathering activities is typically located on upper river terraces. Many such village and campsites have been discovered. Predictably they are located in association with water, animal, and plant resources, and on average, they date from between 4,000 and 8,000 years old. Some less common archaeological sites in western Washington are pictographs, petroglyphs, and wet sites. A pictograph is an image drawn onto a rock surface with a mixture of pigments that can include ochre, charcoal, or other plant and animal materials. A petroglyph is an image chiseled into a rock surface.

These images can be geometric designs, or human or animal forms and are often found on prominent boulders along the shoreline or on rock outcrops. Wet sites are located in intertidal areas or other salt or fresh water areas in which perishable materials like basketry, wooden artifacts, or wool and hair are submerged, and therefore, preserved. Such sites range in size from the well-known, mile-long village of Ozette, to numerous smaller campsites, and intertidal fish weirs.

An archaeological event that has recently been “recognized” is the cultural modification of trees. Culturally modified trees (CMTs) are living cedar trees that have had bark stripped from one or more sides for use in making baskets or clothing. CMTs are usually found in stands of old growth cedar. Finds of CMTs appear to date back 300 years or more.



## Archaeological Resources in Eastern Washington

While most residents of Washington today recognize the prior habitation and use of the coasts and forests by Native American populations, there is less recognition of use of the mountains and arid scablands of eastern Washington. As in western Washington, eastern Washington has archaeological evidence of numerous camp and village sites. One type is the winter pithouse village located along major rivers, such as the Columbia, Snake, Spokane, and Okanogan. Other sites associated with seasonal subsistence include lithic sites and stone tool quarries. Such sites are usually located along tributary creeks and associated ridges and slopes, and are often characterized by the presence of stone outcrops and small stone flakes; the flakes representing the waste or by-product of stone tool making. In addition, purposefully stacked rocks in a variety of forms including cairns or other alignments are found in many areas. There are a number of different functions attributed to these features. Cairns have served as burial sites to cover and seal human remains. Rock piles in different configurations are also associated with ceremonial and religious activities such as a vision quest. Rock features are also reported to be used in the hunting or driving of game, and in the storage of gathered foods.

A more recent addition to the archaeological site records of inland areas is huckleberry-drying trenches. These are sites where huckleberries were dried over smoldering fires to preserve them, so they could be stored for winter use. Characteristics of these sites are the presence of low swales and shallow rectangular depressions upon which berry-laden mats were placed. A smoldering fire built inside a downed log served as the heat source.

## Burials

Throughout the state, burial or cemetery sites are of special significance and sensitivity. The location and formation of burial sites varied over time and among groups. In coastal areas, small off-shore islands adjacent to villages were used as cemeteries. In other areas of Washington, the deceased were buried on wooded slopes adjacent to their village. Furthermore, isolated burial spots are found in a variety of locations. At the time of early European American contact, entire villages were decimated by disease and thus became virtual cemeteries. It goes without saying that such areas are to be treated with respect.



State legislation passed in 2008 mandated that DAHP create and maintain a Geographic Information System (GIS) database of cemeteries and burials of human remains. DAHP's goal is to populate the Historic Cemetery database with all known cemeteries and burials that are already mapped or recorded in the Inventory. However, it must be recognized that the database will require constant update and maintenance as cemeteries and burials are identified or discovered.

## Recent Cultural Resource Protection Legislation

Archaeological resources in Washington State are protected by a latticework of federal and state laws. Federal antiquity laws protect historic properties on federal land or when a federal activity is involved. State laws protect archaeological sites and human burials on non-federal land. For example, state legislation passed in 2008 made a significant stride in protecting the treatment of inadvertently discovered human remains. This legislation created the position of State Physical Anthropologist, housed within DAHP. The Physical Anthropologist is charged with overseeing the proper handling of non-forensic human remains and conveying these remains to appropriate caretakers. Despite these protections, there is the reality of site loss. Vandalism, lack of funding, and inadvertent destruction is indicative of the need for public safety agencies at all levels of government to pursue enforcement of these laws.

## Historic Resources

The historic era is considered to begin at the time of the first European contact with Native Americans. For present day Washington state, this contact is usually dated to the 1790s. Historic resources include buildings, structures, sites, districts, and objects typically associated with the National Register of Historic Places and the Washington Heritage Register. Not to be overlooked are historic archaeological resources, or archaeological sites that can provide important information about our past since the late 18th century. Other cultural resource property types addressed in this portion of the Plan are historic or cultural landscapes, and traditional cultural properties.

Unlike archaeological resources, evidence of which is usually not apparent except to the trained eye, historic resources comprise our built environment. Though we pass by historic resources every day, they are key to giving our city streetscapes and countryside distinctive character. As with archaeological resources, historic resources are under constant threat from deterioration, alteration, demolition or vandalism. The following discussion focuses on certain types of historic resources that are often threatened with redevelopment.

## Agricultural Structures and Landscapes

As development spreads further from urban cores, properties reflecting the state's agricultural heritage are increasingly threatened with loss. While slow economic times may temporarily reduce the threat of development, owners of historic agricultural properties face multiple challenges such as drastic market swings, shifts in consumer habits, and high overhead costs, aside from pressure to sell land for conversion to other uses. As a result, disappearing from rural landscapes are intact farmsteads and associated landscape features. Although all areas of the state are impacted, rural landscapes in the Puget Sound basin and along interstate highway corridors, face intense development pressure. Barns, an American icon and sentimental favorite, seem to be particularly vulnerable to loss due to rot, exposure to the elements, functional obsolescence, and the high cost of maintenance.



There is some good news in store for our threatened agricultural heritage: Passage of state legislation in 2007 made Washington a national leader in terms of barn and farm preservation by creating the Washington Heritage Barn Register. This legislation also established a barn rehabilitation grant program, and funded a statewide survey of historic barns. In its first year, this program stimulated the listing of over 300 barns on the Heritage Barn Register and provided matching grants to assist the rehabilitation of 18 historic barns. Credit must also be given to King County that made barn preservation a priority. As a result, the County funded a comprehensive inventory of barns and developed a package of incentives and planning tools to foster barn and farm preservation, particularly in rapidly developing suburban communities. Work in King County and at the state level has sparked similar efforts in other jurisdictions both within Washington and in other states.

## Industrial Complexes

Washington's industrial and manufacturing heritage is reflected not only by buildings but also by structures, historic archaeological sites, and districts. The Georgetown Steam Plant in Seattle and the Milwaukee Railroad Yard Site in South Cle Elum are just two examples of historic resources that are recognized for their contribution to the state's industrial past. However, other examples are rapidly disappearing: Lumber mills, mine ore concentrators, shipyards, warehouses, and manufacturing facilities are dwindling in number due to many factors including the nation's shifting economic base, maintenance costs, new technologies,

environmental clean-up efforts, and negative perceptions. Historic canneries, once prominent in many Puget Sound and Columbia River port communities, have virtually disappeared. In addition to hazardous waste concerns, the remote location of some historic industrial properties makes it more difficult to preserve them, since the population base in remote areas is unable to support the adaptive reuse of these structures. Mining-related properties are a prime example of this scenario. In some instances, documentation of industrial facilities before demolition, including the expert identification of machinery and equipment, is helping to mitigate these losses. In other instances, interpretive efforts have been successful in capturing the history of these properties including associated archaeological resources. For example, historic archaeological sites at the Hanford Site associated with our Cold War heritage have been documented and studied as part of the history of worker communities at Hanford. There are a few examples, particularly in urban waterfront contexts where adaptive reuse has been successful. An example includes the Balfour Dock in Tacoma, rehabilitated for the Thea Foss Waterway Seaport Museum.

### **Recreation and Entertainment Properties**

In a state blessed with a bounty of natural and scenic beauty, it only stands to reason that there should be numerous properties that showcase Washington's outdoor recreational heritage. These properties include cabins, lodges, camps, parks, trails, gardens, as well as the landscapes in which they were constructed. Significant strides are being made to protect these historic properties in national, state, and local park systems. An innovative example is a program administered by the U.S. Forest Service which makes historic ranger stations, residences, and fire lookout towers available to the public for vacation rentals. The Forest Service is also working to identify and evaluate permitted recreational cabins on public lands for National Register eligibility and long-term management. Unfortunately, maintenance costs, vandalism, natural disasters (floods, fires, etc.), and budgets cuts to public park agencies continue to pose a challenge for cultural resource managers.

Prompted by state funding in 2007, a comprehensive survey and inventory has been completed of historic theaters in the state. This effort identified, documented, and evaluated 80 theaters (including drive-in theaters) for eligibility to the National Register of Historic Places or the Washington Heritage Register. This number does not include theaters that are closed or have been converted to unrelated uses. The survey report indicates that most of the historic theaters recorded during this project were constructed during the 1920's and only one dating from before the turn of the last century. Recommendations coming from the survey effort included an estimate for "repair" of historic theaters in the state at nearly \$40 million as well as the need for technical assistance to theater owners for management and operations.



### **Transportation Infrastructure**

With widely publicized deterioration of the nation's infrastructure, tragically symbolized by collapse of the I-35W Mississippi River Bridge in 2007, the nation has focused attention on its aging infrastructure, including, of course, historic bridges, roadways, ferries, and rail lines. During the current historic preservation planning cycle and beyond, the Washington State Department of Transportation is spearheading the planning, design, and construction of major highway expansion projects. Several of these have potential to affect historic transportation properties in addition to other cultural resources in nearby affected areas. Examples include replacement of the Interstate Bridge in Vancouver as part of the Columbia River Crossing project; replacement of the Alaska Way Viaduct and expansion of S.R. 520 in Seattle; and widening of Interstate 90 east of Snoqualmie Pass. WSDOT has been



a leader in surveying, and in some instances listing historic bridges and structures in the National Register of Historic Places. However, these and other projects translate into the need for preservationists to be engaged in planning and design processes in order to avoid or minimize impacts.

## **Maritime Heritage**

Washington enjoys beautiful and varied shorelines, not only along the Pacific Ocean and Puget Sound, but also spectacular lake and river frontages. These shorelines are not only scenic but also rich in cultural resources. Shorelines are also attractive as places to live, work, and play. Therefore, cultural resources and historic properties associated with the state’s maritime heritage face pressure for more intense development and new uses.

The 2009-2013 state historic preservation planning cycle includes a broad-based effort to seek congressional designation of the Puget Sound and Pacific Ocean shoreline as the first National Maritime Heritage Area. This effort will reinforce and expand the preservation work already underway by a large number of preservation advocacy groups, museums, and communities working to preserve maritime related resources. Examples include ongoing preservation efforts along Lake Union in Seattle, Thea Foss Waterway in Tacoma, Gig Harbor, as well as along the Spokane River in Spokane.

A longer range issue facing preservationists is mounting scientific evidence of global warming and the consequences of rising sea levels. Already, several communities are studying the effects of global warming and planning an appropriate response through changes in operations and land use management. From a historic preservation perspective, rising sea levels threaten historic communities and waterfront districts as well as erode and destroy buried archaeological sites near shorelines.

## **Historic Properties of the Recent Past**

Discussion of the state’s historic built environment would not be complete without acknowledging a growing public interest in historic properties constructed in the post World War II era. Despite this growing public and media interest, designation and preservation of properties from the recent past remains controversial. Such property types include those associated with America’s roadside culture including motels, restaurants, gas stations, and auto dealerships. However, interest in the recent past goes beyond popular culture to include modernist skyscrapers, shopping centers, churches and suburban housing tracts. Specific Washington examples include the Lake Wilderness Lodge in King County and the University of Washington’s former Nuclear Reactor Building, both listed in the National Register of Historic Places. Surrey Downs, a neighborhood in Bellevue comprised of modernist residences from the 1950s and 60s, has been determined National Register eligible as a historic district. Just outside of Richland, discussion continues about how to manage Hanford Nuclear Reservation properties historically associated with the Manhattan Project and the Cold War Era. Preservationists, as well as affected Native American Tribes, are working to be a part of the debate about what to preserve at Hanford.



## Cultural Landscapes

Cultural landscapes are rapidly gaining recognition as a distinct property type worthy of protection. Sometimes referred to as historic landscapes, cultural landscapes can be associated with any group or historic theme and can be designed (as in a formal garden or public park) or vernacular (such as an agricultural landscape). To date in Washington, cultural landscapes are most often associated with Native Americans and their closely held cultural values. These landscapes may represent physical manifestations of important religious beliefs, traditional stories or legends, as well as recognized sources for materials important to Native American culture. Cultural landscapes may include traditional cultural properties, as well as cultural and historic resources not related to traditional cultural values. The term “cultural landscape” also encompasses landscapes that derive their significance from illustrating how people have managed the



landscape to meet their needs. These cultural landscapes may range from large tracts of land and significant natural features, like waterfalls, to formal gardens of less than an acre. Such landscapes are often overlooked during comprehensive planning efforts or specific development plans. Examples of recognized cultural landscapes in Washington are: Ebey's Landing National Historic Reserve on Whidbey Island and the Columbia River Gorge National Scenic Area. Cultural landscapes like other cultural resources are vulnerable to growth and development. This is particularly true in eastern Washington where any change to the landscape is visible for miles. A difficult management question occurs when wind development proposals threaten to drastically change the character of ridges and hillsides that may have cultural significance.

## Traditional Cultural Properties

The significance of traditional cultural properties (TCPs) is based upon historic cultural beliefs, customs, or practices, which may or may not continue to the present. A TCP may be a distinctive natural site, such as a mountaintop, or a historic environment, such as an ethnic neighborhood. Or, it may simply be a place with significant historic value to a specific ethnic or cultural group. The previous use and historical association of such properties can be demonstrated through historical documentation and through tradition or oral history. Because TCPs may have a spiritual rather than a physical significance, it may be impossible for outsiders to identify such sites. A notable example is Snoqualmie Falls in King County. Although long famous for its stunning natural beauty and historic hydro electric power plant, the falls are recognized as a TCP because of its association with Native American spiritual values. Although TCPs can be associated with any group, the majority of TCPs recorded to date are associated with one or more Native American Tribes. There are twenty-nine federally recognized tribes residing in Washington, seven non-recognized tribes, and over a dozen tribes and Canadian First Nations in adjacent states and provinces that have association with lands in what is now Washington state. All may have TCPs located here. Knowledge of, and inventory of TCPs usually arises during the Section 106 of the National Historic Preservation Act (NHPA) consultation process when a federal agency action has potential to affect such properties. The NHPA applies to TCPs in the same way that it applies to other cultural and historic resource types.

## Trends and Issues Affecting Historic Preservation

An important element of the 2009-2013 Washington State Historic Preservation Plan is articulation of trends and issues that shaped the public discourse and hence the formulation of the plan's goals and objectives. These are the broader trends and issues that often transcend local, state, and even international boundaries. While these issues will affect our ability and effort to protect cultural resources, the more intriguing question is how we can use historic preservation as a tool to affect positive outcomes in local, regional, and even global challenges.

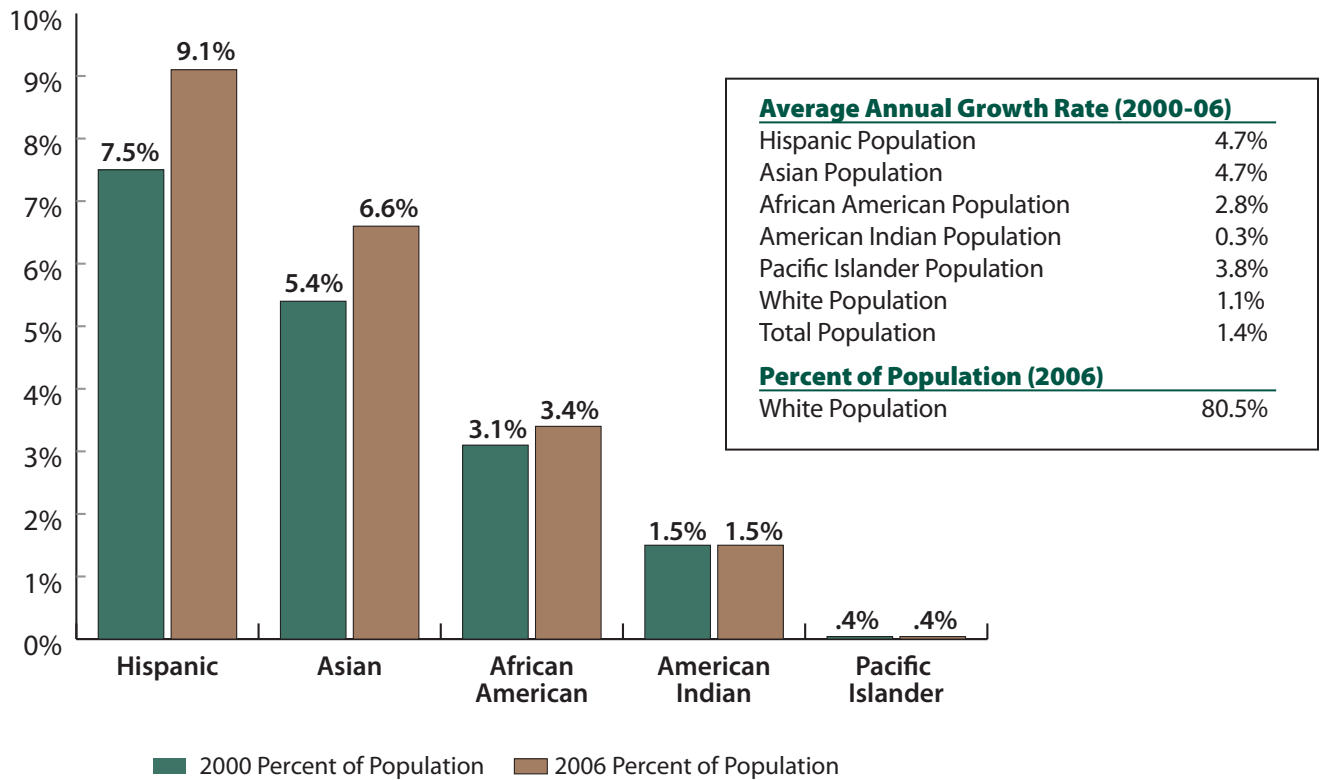
Public input was an essential part of the strategy for developing the State Historic Preservation Plan. During the public participation process, many of the trends and issues noted by stakeholders (and discussed below in more detail) were also noted during the previous strategic planning process in 2003. Importantly, these have only become increasingly relevant over time. The issue of global climate change and environmental mitigation is a relatively new one, but was repeatedly highlighted during this most recent plan update, reflecting the increasing significance of sustainability and green practices.

## Global Climate Change and Environmental Mitigation

Since the 2004 planning process, global climate change has come to the forefront of public discussion and debate. In many ways this is a positive trend for historic preservation. Rising sea-levels as a result of warming temperatures pose a threat to archaeological sites and historic districts in low-lying and shoreline areas. Broad-based efforts to mitigate global warming should encompass these culturally rich environments. A popular trend supporting sustainability and green practices could also help historic building rehabilitation projects as recycling materials and energy conservation becomes more valued practices. Public meeting participants across the state suggested ways to strengthen connections between historic preservation and sustainability. Several commenters recommended elevating the concept of embodied energy and seeking funding for and promoting demonstration projects that are LEED (Leadership in Energy and Environmental Design) certified and also meet historic preservation standards (see Goal II and Action Strategy Checklist).

While there are opportunities for collaboration between the environmental and historic preservation movements, some efforts to mitigate global climate change and protect the environment may have an effect on significant cultural resources. Waterfront clean-ups threaten to remove historic maritime and industrial resources while wetland mitigation programs have potential to disturb archaeological sites and historic buildings. Participants in the state preservation planning process emphasized the need to form partnerships with the environmental community to support green practices *and* protect cultural and historic resources. Also important is the need to raise awareness amongst policy and decision-makers of the role that historic preservation should play in comprehensive as well as targeted approaches to address these environmental issues.



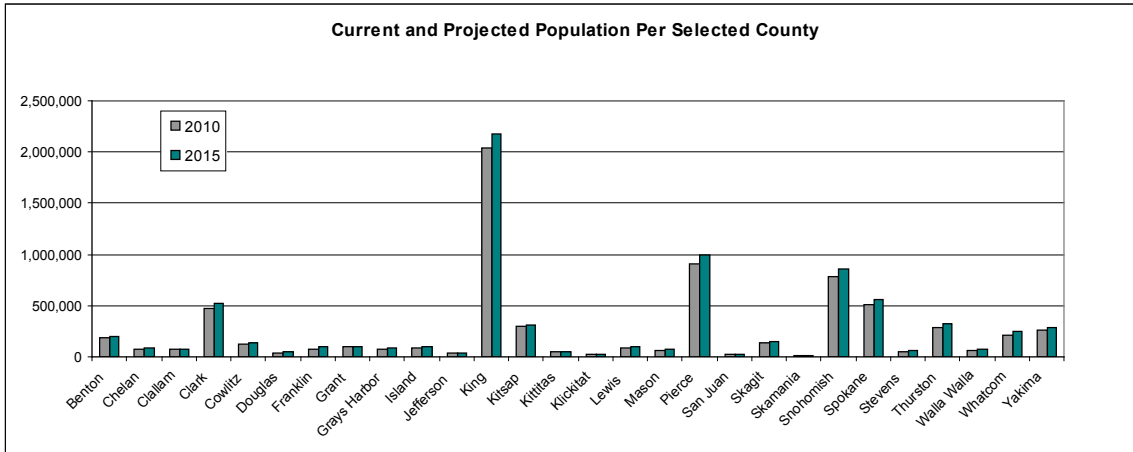


### Washington's Increasingly Diverse Population

The state of Washington is becoming increasingly diverse as illustrated in the bar chart above. This trend was noted during the 2004 planning process and will continue to be relevant to historic preservation efforts during the next five years and beyond. In 2006, Hispanics made up 9.1 percent of the state's population, up from 7.5 percent in 2000, growing at an annual average rate of 4.7 percent. The state's Asian American population has also grown at an annual average rate of 4.7 percent and made up 6.6 percent of the state's population in 2006. In contrast, Washington's Anglo population grew at an average annual rate of 1.1 percent from 2000 to 2006. These trends clearly indicate the need for the preservation community to establish a dialogue with these and other groups; gain an understanding of, and document the cultural resources they value; and identify a course of action to protect these resources (see Goal V).

Washington's growing diversity makes multi-lingual and multicultural outreach imperative to historic preservation efforts. Public meeting participants emphasized the need to be more inclusive and to ensure that preservation projects are understood as benefiting the whole community. Some participants suggested rethinking the designated "period of significance" for a particular project or neighborhood so the period includes the more recent history of immigrants. Discussions also touched upon how to better convey information to people of all backgrounds about the value of the historic and cultural resources in their communities.

Preservationists are very much aware of Washington's increasingly diverse population profile and have already been active in helping to reach this Goal. They also recognize the need for the preservation movement to be more inclusive and reflective of the state's diversity not only in terms of ethnic and racial background but also in terms of age and socio-economic background. Action along these lines is important in order to broaden the base of historic preservation support. Most important is the need to recognize the contribution of all segments of society to state and national heritage and protect the historic properties that manifests these contributions.



## Growth and Development

The population of Washington is growing. Natural increases coupled with in-migration of households from other states and nations, means that Washington’s population will continue to grow over the course of the planning cycle to well over 7 million in 2010 and over 8 million by 2015. Even during slow economic times, historic patterns indicate that newly arriving households to Washington will outnumber those leaving the state. Washington’s reputation of offering a high quality of life and entrepreneurial business climate means long-term population growth and development despite reduced economic growth in the near term.

Growth and development will be focused on the state’s existing population centers in central Puget Sound, the lower Yakima Valley, plus eastern and southwestern Washington. And despite rising energy costs, formerly rural counties along the I-5 and I-90 corridors, such as Cowlitz, Skagit, and Kittitas, will look increasingly suburban in character as population continues to disperse from urban centers. Retiring “baby boomers” and growth in the number of professionals who work from home will continue to spur development in counties with shorelines and other scenic amenities such as Chelan, San Juan, and Whatcom.

While new development will continue to spread further into rural areas, the past ten years has witnessed population growth in central business districts and inner-city neighborhoods. Though small in comparison to overall metropolitan growth patterns, significant numbers of households are taking up residence in condominiums, lofts, apartments, and townhomes in downtown and older city neighborhoods. While most prominent in Seattle, Spokane, and Tacoma, smaller and older suburban cities such as Bellingham, Renton, and Vancouver have also witnessed new or renovated housing in downtown areas. This trend has paid big dividends for preservation by revitalizing historic downtown districts and finding new uses for vacant or under-utilized historic buildings such as warehouses, schools, and hotels. Conversely, cities have also seen historic buildings demolished to make way for new construction. Inner-city neighborhoods, particularly in Seattle, have felt the results of the “teardown” trend where sound housing is replaced with new over-scaled buildings that dramatically change the character and streetscape of historic communities. In response, preservationists and planners have employed inventory efforts, historic preservation overlay districts, design guidelines, and other mechanisms to contain these threats to historic properties.

There are many reasons why this projected population growth and resulting development can present a challenge for historic and cultural resource preservation. Population pressures leads to increased new construction that may result in demolition of historic properties, bulldozing of rural landscapes, or the loss of archaeological sites to make way for new buildings and supporting infrastructure.

## Rural Heritage

The impact of increasing growth and development on rural life was also discussed at preservation planning meetings across the state. As rural activities such as agriculture and natural resource extraction decline in importance, many of the buildings that once supported those activities are falling into disuse and disrepair. For example, grange halls and barns are threatened by this trend and would benefit from more protection assistance. In response, the 2009-2013 Plan calls for additional funding to preserve these resources.

There is also increasing recognition that preservationists need to be involved in broader state and national efforts to understand our complex and dynamic agricultural economy. The Heritage Barn Survey and Needs Assessment, completed in 2008 and authorized by the State Legislature, provides timely direction about how to approach rural heritage issues. From the study we learn that the successful Heritage Barn Register designation and grant program are excellent starting tools for gaining recognition by rehabilitating deteriorating barns and broadening the preservation constituency. We also learn that more work needs to be done to support farm operations to adapt to new technologies, a complex global economy, and rapidly changing consumer tastes. The study outlines several options for preservationists to follow including promoting existing preservation mechanisms as well as exploring implementation of financial incentives, land use planning tools, and education/outreach opportunities. Clearly, historic preservation efforts need to be part of a larger mix of policies and initiatives being developed to sustain struggling farm operations.

## Environmental Stewardship

In November 2005, Governor Gregoire signed Executive Order 0505 (EO 0505). For historic preservationists, this order realized a need to have state agencies consider cultural resources in their capital project planning process. The order requires state agencies using State Capital Budget funds to contact and seek comments about their projects from affected tribes and the DAHP. The required contact with tribes and DAHP may result in the survey and inventory of affected cultural resources and, if necessary, the signing of agreements to help protect affected resources or provide for implementation of mitigating measures. As a result of EO 0505, DAHP has received dozens of new site records documenting state-owned cultural resources. The Department is also working with agencies to reduce negative impacts to significant historic properties. Since signing, EO 0505 has resulted in 1400 reviews by the DAHP of state funded projects with potential to affect cultural resources.

In 2005, Washington celebrated fifteen years of planning under the Growth Management Act (GMA), passed by the Legislature in 1990. Goal 13 of the Act advises communities to “Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.” Enactment in 1990 added the GMA to other state statutes such as the Shorelines Management Act (SMA) and the State Environmental Policy Act (SEPA) establishing environmental stewardship as public policy.

With a history of legislation that protects the natural environment and cultural resources, Washington State is a nationally recognized leader in both arenas. For example, the Human Remains bill passed by the Legislature in 2008, establishes the first physical anthropology program amongst the nation’s state historic preservation offices. However, comments made by the public during the preservation planning process observed that implementation of existing laws and programs needs to more fully include cultural resource protection. Specific comments included recommendations to make historic preservation as a required element in local growth management plans. Similarly in regard to SEPA, recommendations were voiced that would elevate DAHP’s authority in the SEPA environmental review process and require contact with affected tribes and local historic preservation offices.

## Disaster Preparedness

Recent natural disasters such as earthquakes, floods, and fires both across the globe and in Washington State, have highlighted the vulnerability of cultural resources to damage or destruction. These events have also intensified the need for preservationists to be proactive in developing disaster plans in the event of a natural disaster. Ironically, preservationists have learned that disaster recovery is perhaps more damaging to cultural resources than the event itself.

While the State Emergency Management Division (EMD) of the Military Department completed a Comprehensive Emergency Management Plan in 2003, little mention is made in the Plan of specific impacts by disasters and recovery to historic and cultural resources. However, as a result of the National Historic Preservation Act, DAHP plus other state and local agencies have worked closely with the EMD and the Federal Emergency Management Agency (FEMA) to avoid or mitigate the impact of disasters and disaster aid on significant historic properties. Also at the federal level, several agencies including the National Park Service and the Forest Service have long been proactive in implementing plans and mitigating actions in the event of disasters that may affect cultural resources. For example, during forest fires, the U.S. Forest Service will “wrap” properties in fire resistant fabric. This tactic has resulted in saving from destruction cultural resources on public lands such as trail shelters and cabins.

The state historic preservation plan includes objectives for state and local government agencies to craft cultural resource disaster plans. At the state level, progress has already been made in this regard including efforts that DAHP made with the Department of Natural Resources to develop an oil-spill response plan in the event oil or hazardous wastes are spilled into state waterways. This coordination resulted in a GIS database layer that allows emergency responders to contact tribes in order to recognize and protect cultural resources that could be damaged by response teams.

Based upon experience in Washington and across the nation, preservationists have learned that it is urgent to have detailed disaster plans in place at the local level. Following the 2001 Nisqually Earthquake and flooding events in the Chehalis River Basin, it became clear that disaster plans are critical for preservationists to be able to communicate and work with emergency responders, local officials, tribes, and property owners. This rapid response is important to prevent unnecessary demolition of historic buildings and inadvertent damage to archaeological sites.

## The Economy

The launch of the State Historic Preservation Plan in 2009 has been affected by a severe global economic recession. Like other states and nations, Washington will experience serious repercussions that will affect the work of historic preservationists in many and unforeseen ways.

Based on past experience, preservationists can find some consolation in realizing that negative economic cycles result in reduced development pressures and ground disturbance. With reduced consumer demands and capital flow, construction projects that threaten historic buildings and/or archaeological sites may be delayed, modified, or cancelled altogether.

However, there are also downsides for preservationists during economic recessions. Fallen real estate values and credit markets sap the market for rehabilitation of historic properties. An example of this occurred as a result of the so-called “dot com” crash in the late 1990s that slowed the redevelopment of historic buildings for offices and hotels. Not only the private sector, but public entities and private non-profit organizations struggle with reduced revenues and income as consumers reduce spending and investments.

Therefore, during the planning timeframe, preservationists need to address the impact of a recession through the following steps:

- Work with federal, state, and local elected officials and decision-makers to make sure that economic stimulus proposals include an historic preservation component.
- Understand that stimulus packages will have a positive economic impact by creating jobs, but may also negatively impact archaeological and historic properties. In the rush to stimulate the economy and create jobs, preservationists need to work to make sure project planning incorporates preservation planning techniques and tools early in the planning process to avoid damage to resources and resulting delays. Funded projects should be monitored to make sure environmental review procedures are followed and mitigation measures are implemented when appropriate.
- Emphasize data demonstrating the positive impact of historic preservation on job creation, tax revenues, and on local economies and businesses.
- Promote preservation incentives as a means to stimulate re-development of historic properties and cultural resources.
- Reiterate that preservation saves on energy investments, promotes recycling, and extends the life of landfills.
- Advocate for the work and staff of private non-profit and public sector preservation entities to prevent budget cuts or suspension of programs. These organizations often face reduced budgets or even elimination during difficult budget years despite often rising workloads. Therefore, preservationists and other stakeholders should work together to advocate for protection of these programs.
- Anticipate and plan for long-term market shifts and trends that result from economic downturns.





## Infrastructure

Roads, rail lines, dams, power grids, water and sewer lines and other elements comprise the framework or “skeleton” upon which we depend on for fulfilling the routine tasks of a complex society. Indeed, the infrastructure upon which we depend plays a major role in shaping our lives and as a result plays a critical role in shaping land use and development patterns.

Collapse of the Interstate 35W Bridge in Minnesota in 2007 seared into the public’s consciousness the need to repair the nation’s aging infrastructure. This event struck close to home with examples such as the Alaska Way Viaduct in Seattle frequently cited in the media as needing to be replaced. But the problem is not confined to highway bridges; the public has learned that much of our existing infrastructure has reached capacity and/or the end of its lifecycle. In addition to public health and safety, having reliable infrastructure along with surplus capacity now translates into having a competitive edge in a globalized economy.

For the historic preservation community, several issues are at stake: much of the infrastructure that is being evaluated at this point for health and safety purposes may well be historically significant and worthy of designation. Examples include bridges, schools, dams, and even the power grids that carry electricity from remote generating plants to consumers. The other issue is that new or replacement facilities may impact archaeological resources and traditional cultural properties. Examples include new water supply systems and reservoirs as well as wind generating farms and transmission line corridors.

Implementation of the state historic preservation plan comes at an exciting and critical juncture in the state’s public works history. The key challenge is to preserve and protect significant historic and cultural resources while balancing other public priorities such as economic development, natural resource protection, and climate change.

## Technology

The impact of electronic technology in our lives cannot be overstated. And that impact will only increase during the timeframe of the state historic preservation plan. Plus, there appears to be unlimited capacity for evolving technology to continue to re-shape the way we learn, work, and play.

The process for developing the state historic preservation plan included statements from many preservationists and stakeholders that it will be very important for the preservation community to seize upon and utilize technology as a preservation tool. Technology is seen as a tool to enhance education, spread information, interact, conduct research, and increase the effectiveness and efficiencies of preservationists in their work and education.

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# Acronyms

ACHP	Advisory Council on Historic Preservation
AIA	American Institute of Architects
APA	American Planning Association
AWA	Association for Washington Archaeology
AWC	Association of Washington Cities
BCC	Washington State Building Code Council
CLG	Certified Local Government
CMT	culturally modified tree
COM	Washington State Department of Commerce (formerly CTED)
DAHPP	Washington State Department of Archaeology and Historic Preservation
DOC	Washington State Department of Corrections
EMD	Washington State Emergency Management Division
EO 0505	Governor's Executive Order 0505
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
GMA	Growth Management Act
GMS	Growth Management Services
HECB	Higher Education Coordinating Board
IEBC	International Existing Building Code
LEED	Leadership in Energy and Environmental Design
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
OFM	Office of Financial Management
OSPI	Office of the Superintendent of Public Instruction
PAW	Planning Association of Washington
PC	Preservation Collaborative
SEPA	State Environmental Policy Act
SHPO	State Historic Preservation Officer/State Historic Preservation Office
SMA	Shoreline Management Act
TCP	traditional cultural place/property
THPO	Tribal Historic Preservation Officer
WACO	Washington Association of County Officials
WHR	Washington Heritage Register
WMA	Washington Museum Association
WSAC	Washington State Association of Counties
WSDOT	Washington State Department of Transportation
WSHS	Washington State Historical Society
WSPRC	Washington State Parks and Recreation Commission
WTHP	Washington Trust for Historic Preservation

# Agency and Organization Contacts

The following list represents only a small sample of agencies and organizations at the state, regional, and national levels that support the recognition and protection of cultural resources. This is by no means a comprehensive list of the many organizations and businesses that are associated with historic preservation planning. For assistance in reaching other organizations not listed here, contact the Department of Archaeology and Historic Preservation (included below) for information.

## **Advisory Council on Historic Preservation**

1100 Pennsylvania Avenue NW, Suite 803  
Old Post Office Building  
Washington, DC 20004  
(202) 606-8503  
achp@achp.gov  
www.achp.gov

## **American Institute of Architects-Washington Council**

724 Columbia Street, NW, Suite 120  
Olympia, WA 98501  
(360) 943-6012  
info@aiawa.org

## **American Planning Association-Washington Chapter**

606 Stewart Street, Suite 610  
Seattle, WA 98101  
(206) 682-7436  
office@washington-apa.org  
www.washington-apa.org

## **Archaeological Conservancy**

5301 Central Avenue NE, Suite 902  
Albuquerque, NM 87108-1517  
(505) 266-1540  
www.archaeologicalconservancy.org

## **Association for Washington Archaeology**

c/o Curator of Archaeology  
Burke Museum  
Box 353010  
University of Washington  
Seattle WA 98195-3010  
www.washingtonarchaeology.com

## **Department of Archaeology and Historic Preservation**

POB 48343  
Olympia WA 98504-8343  
(360) 586-3065  
www.dahp.wa.gov

## **Department of Commerce**

POB 42525  
Olympia WA 98504-2525  
(360) 725-4000  
www.commerce.wa.gov

## **Eastern Washington State Historical Society**

2316 West 1st Avenue  
Spokane WA 99204  
(509) 456-3931  
themac@northwestmuseum.org  
www.northwestmuseum.org

## **Governor's Office of Indian Affairs**

POB 40909  
Olympia WA 98504-0909  
(360) 902-8827  
www.goia.wa.gov

## **National Alliance of Preservation Commissions**

325 South Lumpkin Street  
Athens GA 30602  
(706) 542-0169  
napc@uga.edu  
www.uga.edu/napc

### **National Association of Tribal Historic Preservation Officers**

POB 19189  
Washington DC 20036-9180  
(202) 628-8476  
info@nathpo.org  
www.nathpo.org

### **National Conference of State Historic Preservation Officers**

Suite 342  
Hall of the States  
444 North Capitol Street NW  
Washington DC 20001  
(202) 624-5465  
www.ncshpo.org

### **National Park Service-Columbia Cascades Support Office**

909 First Avenue  
Seattle WA 98104-1060  
(206) 220-4138

### **National Trust for Historic Preservation-Western Regional Office**

5 Third Street Suite 707  
San Francisco CA 94103  
(415) 947-0692  
wro@nthp.org  
www.preservationnation.org

### **Planning Association of Washington**

POB 745  
Cashmere WA 98815  
509-782-9446  
www.planningpaw.org

### **Preservation Action**

National Building Museum  
401 F Street NW Room 324  
Washington DC 20001  
(202) 637-7873  
mail@preservationaction.org  
www.preservationaction.org

### **Washington Museum Association**

POB 10633  
Yakima WA 98909  
contact@washingtonstatemuseums.org  
www.washingtonmuseums.org

### **Washington State Historical Society**

1911 Pacific Avenue  
Tacoma WA 98402  
(888) 238-4373  
www.wshs.org

### **Washington State Parks and Recreation Commission**

POB 42650  
Olympia WA 98504-2650  
(360) 902-8844  
info@parks.wa.gov  
www.parks.wa.gov

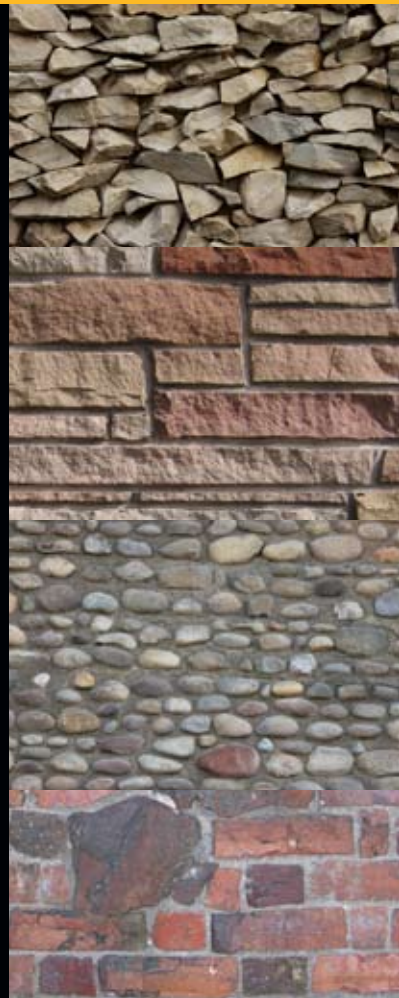
### **Washington Trust for Historic Preservation**

1204 Minor Avenue  
Seattle WA 98101  
(206) 624-9449  
info@wa-trust.org  
www.wa-trust.org





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